

JRDB 4/2

## JOINT RESEARCH AND DEVELOPMENT BOARD

### RULES OF ORGANIZATION AND PROCEDURE

7 October 1946

RULES OF ORGANIZATION AND PROCEDURE,  
JOINT RESEARCH AND DEVELOPMENT BOARD.

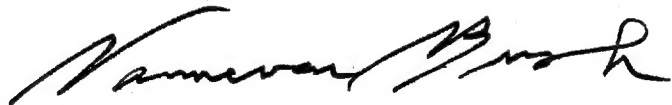
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STATEMENT OF BASIC POLICY

The Rules of Organization and Procedure establish the basic policy of completed action by the Committees. To effectuate this policy, the Rules are formulated to state clearly and concisely the extent and limitations on responsibility and authority of the Committees with respect to the Board and to each other. The Rules provide for promulgation, by the Executive Secretary of committee reports and action after review by the Secretariat to examine jurisdiction and to disclose matters of major policy, strategical importance or dissent which must be referred to the Board for review or decision prior to promulgation.

Approved by the Board



Chairman

RULES OF ORGANIZATION AND PROCEDURE

1.0 GENERAL

1.1 Offices

The principal office of the Board shall be located at Washington, D. C.

1.2 Meetings

All meetings of the Board, unless otherwise determined by a majority thereof, shall be held at the principal office of the Board.

1.3 Minutes

The minutes of a meeting of the Board shall be the official record of any action taken therein and shall be kept by, and in the office of the Secretariat.

1.4 Correspondence

Unless otherwise specifically directed, all correspondence in the name of the Board will be signed by the Secretariat "by direction of the Board" except correspondence addressed to officials of Cabinet rank, the Joint Chiefs of Staff, the Chief of Staff, U. S. Army, Chief of Naval Operations, U.S. Navy, or individuals of equivalent rank, which will be signed by the Chairman of the Board.

1.5 Modification of Rules

1.5.1 The Board, by specific action, may waive or modify these rules as considered necessary.

1.5.2 Unless otherwise stated specifically, in Directives of the Board, all agencies thereof shall conform to these Rules.

1.6 Definition of Research and Development

The term "research and development" means theoretical analysis, exploration, and experimentation, and the extension of investigative findings and theories of a scientific or technical nature into practical application for experimental and demonstration purposes, including the experimental production and testing of models, devices, equipment, materials, and processes. (Defined by the Congress in the Atomic Energy Act of 1946, Section 18, paragraph (e)).

2.0 THE SECRETARIAT

- 2.1 The Secretariat shall be organized to provide executive and administrative action required in conduct of the work of the Board and implementation of its policies and directives in accordance with its Charter and approved procedures.
- 2.2 The Secretariat shall consist of the Executive Secretary, the Army Secretary, the Navy Secretary, the Administrative Secretary and necessary assistants (Army, Navy, or civilian).
- 2.3 The Executive Secretary is the chief executive officer of the Board and is responsible for the operations of the Secretariat.
- 2.4 The Executive Secretary shall:
  - 2.4.1 Arrange for designation and assignment to duty of the members of the Secretariat.
  - 2.4.2 Establish a budget for operation of the Board on a fiscal year basis and submit the same to the Board for its approval in sufficient time to enable the War and Navy Departments to include it in their fiscal requirements.
  - 2.4.3 Arrange for the allocation of funds from the War and Navy Departments to meet the budgetary requirements of the Board and its supporting committees upon the approval by the Board of the budget.
  - 2.4.4 Authorize and report upon expenditures required for the operation of the Board and its supporting committees in accordance with standard governmental regulations. Expenditures approved by the Board will be authorized as a matter of course. No other expenditures shall be made or any obligations incurred without the prior authorization and approval of the Executive Secretary.
  - 2.4.5 Make provisions for obtaining personnel, material and space, including
    - 2.4.5.1 Employment of qualified personnel to assist the Board or its agencies in the performance of their duties.
    - 2.4.5.2 Employment on a consulting basis of civilian scientists or other personnel needed by the Board or its agencies in the performance of their duties.
    - 2.4.5.3 Provision of secretarial assistance to supporting committees or panels.

- 2.4.5.4 Arrangement for space and supplies required by the Board and its agencies.
- 2.4.6 Be the official custodian of the minutes of the Board and supervise and be responsible for the maintenance and security of records and files of the Board and its supporting committees.
- 2.4.7 Establish an Executive Council as set forth in Section 3.0 of these Rules.
- 2.4.8 Organize supporting committees or panels as authorized by the Board.
- 2.4.9 Establish administrative instructions for functioning of the Secretariat and the Executive Council subject to the approved policies and procedures of the Board.
- 2.4.10 Initiate such actions as are considered desirable subject to the policies of the Board.
- 2.4.11 Inform the Board as to the activities of the Secretariat, and of the Committees and Panels of the Board.
- 2.4.12 Perform such other duties as may be assigned by the Board or its Chairman.
- 2.5 The Secretariat, through the Executive Secretary, is hereby empowered to:
  - 2.5.1 Request the services of specially qualified personnel of the War and Navy Departments to serve as consultants to the Board or as temporary members on the staff of the Secretariat.
  - 2.5.2 Request presence of personnel of the War and Navy Departments to appear before the Board or any of its supporting Committees, Panels or agencies, to testify on any matter within their knowledge which relates to a program, problem or issue under consideration by the Board or Committees thereof.
  - 2.5.3 Obtain from the War or Navy Departments, information and documents which are relevant and material to the consideration by the Board of a project or problem lying within its jurisdiction.
- 2.6 The Secretariat, through the Executive Secretary, is directed to:
  - 2.6.1 Collect, assemble, catalogue and evaluate for the use of the Board, information as required on scientific progress and achievements which is, or may be, related to a complete research and development program in the field of

National Defense, utilizing facilities of existing agencies wherever feasible.

- 2.6.2 Collect, assemble, catalogue and evaluate, for the use of the Board, as required, and within security limits as specified in Section 6.2, data on programs of research and development currently being carried on or planned by the War and Navy Departments.
  - 2.6.3 Collaborate with intelligence agencies of the Army and Navy as required and within security limits as specified in Section 6.2, to afford necessary information of activities of other nations which may bear on the decisions of the Board or its Committees or Panels.
  - 2.6.4 Formulate for the Board for its approval, such information and reports as are required by its Charter to be reported to the Secretaries of War and the Navy.
  - 2.6.5 Formulate for consideration by the Board, broad studies of subjects not now within the purview of any military service which must be examined for future military implications.
- 2.7 The Executive Secretary, with the assistance of the Executive Council as required, shall:
- 2.7.1 Receive requests or suggestions of programs, problems, or issues that are referred to the Board for its consideration.
  - 2.7.2 Assign programs or problems to appropriate Committees for consideration when these lie within the jurisdiction of authorized Committees or Panels.
  - 2.7.3 Recommend to the Board formation of Committees or Panels and terms of reference thereof when programs, problems and issues arise which lie without the jurisdiction of authorized Committees or Panels.
  - 2.7.4 Recommend the dissolution of existing Committees or Panels when their assigned tasks have been completed.
  - 2.7.5 Arrange liaison between the Policy Council and Committees or Panels to provide guidance of Committee action in light of the general strategical situation within the necessary limits of security.
  - 2.7.6 Decide jurisdiction between Committees on overlapping functions within their respective terms of reference, and where desirable establish inter-committee Panels or working groups between Committees to effectuate direct

interchange of information, discussion and coordination, on matters of common interest.

- 2.7.7 Review Committee actions to insure complete performance of all phases of assigned duties.
- 2.7.8 Promulgate appropriate implementing directives effectuating Committee actions after determination that the Committee action:
  - 2.7.8.1 Lies within the sphere of action of the Committee as determined from its terms of reference, or has been coordinated with Committees having concurrent interest.
  - 2.7.8.2 Does not conflict with the over-all national strategy as determined by the Policy Council.
  - 2.7.8.3 Does not involve matters of major policy which require direct consideration of the Board.
  - 2.7.8.4 Does not contain dissenting opinions, accompanied by separate reports, which require further resolution or reference to the Board for decision.
- 2.7.9 Refer to the Policy Council for review and recommendations such reports as appear to affect grand or military strategy.
- 2.7.10 Endeavor to reconcile differences between dissenting views within a Committee or among Committees when these views are represented by separate reports. To facilitate such reconciliation, the Secretariat is empowered to hold informal hearings with the Chairmen of Committees, or such Committee members as they may designate, and with the authors of dissenting reports, or such other representatives supporting dissenting opinions as may be agreed upon. Where reconciliation is effected, the final report will be processed as in Section 2.7.8 of these Rules.
- 2.7.11 Insure that Committee reports are in the proper form if they are to be submitted to the Board.
- 2.7.12 Transmit to the Board for further action or decision
  - 2.7.12.1 Committee actions accompanied by dissenting reports where reconciliation cannot be effectuated by the Secretariat, together with comments and recommendations of the Secretariat for appropriate Board action.

2.7.12.2 Committee reports containing matters affecting major policy or strategy together with comments and recommendations of the Policy Council, for decision of the Board.

2.7.13 Obtain for the Board such additional information as it may request in connection with any report.



3.0 EXECUTIVE COUNCIL

- 3.1 The Executive Council consists of the four Secretaries of the Board and the Heads of the Staff Sections of the Secretariat.
- 3.2 The Executive Council shall
  - 3.2.1 Aid and advise the Executive Secretary as needed.
  - 3.2.2 Act as a board of review of Committee action to assure complete performance of all phases of assigned duties.

4.0 The Policy Council

- 4.1 The Policy Council shall provide the basis for the correlation of research and development programs and general military strategy.
- 4.2 The Policy Council shall comprise the following members:
  - 4.2.1 Army Secretary, JRDB
  - 4.2.2 Navy Secretary, JRDB
  - 4.2.3 Two members, designated by the Secretary of War
  - 4.2.4 Two members, designated by the Secretary of the Navy
  - 4.2.5 Representative, Central Intelligence Group
  - 4.2.6 Executive Secretary, JRDB
  - 4.2.7 Administrative Secretary, JRDB (to be Secretary of the Council).
- 4.3 The Policy Council shall function within the structure of the Charter of the Board and shall:
  - 4.3.1 Harmonize the advances in research and development with future military strategy and tactics, and consider the effect of one upon the other.
  - 4.3.2 Determine the relative emphasis to be placed on research and development programs in light of current strategy.
  - 4.3.3 Provide guidance to committees in determination of allocation, resolution of differences, and filling of gaps in accordance with the strategic requirements.
- 4.4 The Policy Council is authorized to establish rules of procedure as necessary to discharge its responsibilities within the structure of the Charter of the Board.

5.0 COMMITTEES AND PANELS

5.0.1 Preface

Under the procedure outlined herein, it is contemplated that committees, in a majority of the cases, will be able to make final and complete decisions on the programs, problems, or issues assigned to them. In the absence of a question of major policy or strategy, or of dissent to a Committee report, the action taken by the committees will, in essence, be tantamount to action taken by the Board. Committee reports should, therefore, be complete within themselves and should truly reflect a completed staff assignment. For this reason, it is important that all committee reports be accompanied by proper implementing directives prepared for the signature of the Executive Secretary who will sign such directives in the name of the Board "by direction of the Board."

In the event that disagreement exists within a committee a dissenting report must be filed, and provision is made for an informal hearing before the Secretariat of the Board in an effort to iron out and reconcile the points of disagreement. When a reconciliation is effected, the report will normally be resubmitted to the committee for modification in the light of the effected reconciliation and submitted to the Executive Secretary for signature of the implementing directive. Only where reconciliation cannot be effected, or where the report contains matters of major strategy or policy, will it be submitted to the Board for its consideration. The Board may, however, call for a report and assume jurisdiction over any matter under consideration by a supporting committee. In the case of a program, problem or issue involving two or more committees of joint or collateral interest provision is made for the establishment of a panel, the membership of which is made up of representatives from the various committees concerned. It is expected that every effort will be made by the committees to resolve their differences at the committee level. In the event of disagreement among committees, which involves filing of a dissenting report by a disagreeing committee, efforts to reconcile the differences will be made in the same manner as is provided for a reconciliation within a single committee, prior to resorting to Board action.

5.1 A Committee is a supporting agency of the Board whose function is to assist the Board in the performance of its duties in defined areas of research and development. Committees will normally be established when it is anticipated that there will be a continuing requirement for the consideration of related problems falling within their jurisdiction.

5.2 A Panel is a supporting agency of one or more Committees.

5.3 Membership

5.3.1 Committees shall be comprised of three or more members, consisting of representatives of the War and Navy Departments, other government agencies, scientific and educational

institutions, and industry, and individuals interested in research and development activities as required. Members of committees and their authorized deputies shall be nominated in the manner specified by the terms of reference of the Committee and shall be subject to approval of the Board, either in meeting or by individual poll. Army and Navy representation on a committee ordinarily shall be balanced, but when circumstances warrant, unequal representation shall be permissible without prejudice to the interests of any agency of the field involved, whether or not represented.

- 5.3.2 When provided in the terms of reference of a Committee, a major agency of the Army or Navy having direct interest in the functions of the Committee as determined by the Executive Council, and not represented by a regular member, may formally designate a qualified representative to act as an associate member of the Committee without full plenary powers in executive session of the Committee. Associate members shall have the privilege of filing a dissent on any action of the Committee, and this shall be treated in the same manner as when filed by a Committee member.
- 5.3.3 Panels of a Committee shall consist of two or more members designated by that Committee. Panel members need not be members of an established Committee.
- 5.3.4 Intercommittee Panels required under Section 2.7.6 shall consist of two or more members from membership of existing committees designated by the Executive Secretary or by agreement between Committees.
- 5.3.5 Appointment to membership of Committees and Panels shall be, automatically, for one year, unless made an ad hoc appointment, or otherwise specifically directed. Re-appointment of members is permissible.
- 5.4 Committees shall be organized by the Secretariat as authorized by the Board in accordance with the provisions of Section 2.4.8 of these rules. Terms of reference of committees shall be prepared by the Secretariat of the Board as provided in Section 2.7.3 of these Rules, and become effective when approved by the Board.
- 5.5 Panels of a committee will be organized by a committee without further authorization of the Board or its Secretariat; provided that the Executive Secretary of the Board shall be informed of any panel organized by a committee and supplied with a copy of its terms of reference. Terms of reference of a panel shall be prepared by its parent committee and must lie within the terms of reference of the parent committee. Such terms of reference shall consist of a directive appointing the members

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thereof, and a concise statement of the specific problems or issues  
the panel is to consider and report upon.

- 5.6 Intercommittee Panels may be organized by the Secretariat or by committees to consider programs, problems, or issues of joint or collateral interest; provided that when organized by committees, the Committee of primary interest shall inform the Secretariat of the Board of the membership of the Panel and supply a copy of the terms of reference thereof.
- 5.7 Special continuing Panels for specialized fields, not covered by the terms of reference of an existing Committee, will be authorized by the Board and organized in the same manner as Committees, and shall function in the same manner as Committees, provided that when committees embracing the broad field of interest involving such panels are organized under the Board, consideration shall be given to transfer of such special Panels to the jurisdiction of the Committee, and when necessary to appropriate modification of the terms of reference of such special Panels.
- 5.8 A "program" is defined as a broad plan for research and development in any field of science or technology which is actually or potentially useful in the development or improvement of weapons, methods of warfare or counter-measures.
- 5.8.1 A "problem" is defined as a specific phase of a program.
- 5.9 An "issue" is defined as a point in controversy in which the parties take affirmative or negative positions, providing clear alternatives from which to choose or decide.
- 5.10 Committees shall act within their jurisdiction through consideration of specific programs, problems and issues introduced for consideration.
- 5.11 Programs, problems or issues, if within the jurisdiction of the Committee, may be introduced to the Committee by any member thereof. When so introduced, it is the duty of the Secretary of the Committee to enter it on the Agenda of the Committee and to transmit a clear and concise statement thereof to the Executive Secretary who will, in accordance with Section 2.7.6 of these Rules, notify Committees having concurrent interest.
- 5.12 Programs, problems, or issues may also be introduced by letter or memorandum addressed to the Board, subject to determination by the Secretariat as a matter within the interest or jurisdiction of the Board, by
- 5.12.1 any other Committee or agency of the Board,
- 5.12.2 the War and Navy Departments,
- 5.12.3 any other joint Board or agency of the War and Navy Departments,

- 5.12.4 any other governmental agency,
- 5.12.5 any industrial organization,
- 5.12.6 any scientific and educational institution,
- 5.12.7 any individual.

Programs, problems or issues so introduced will be processed by the Secretariat in accordance with Section 2.7 of these Rules.

- 5.13 Programs, problems or issues may also be initiated by the Board.
- 5.14 In the case of programs, broad problems or issues, two or more committees may have concurrent jurisdiction or an overlap of interests. In such cases the Secretariat of the Board shall designate the Committee of primary interest and inform it and the other committees involved of the joint or collateral interest of such other committees. The program, problem or issue shall be assigned to the Committee of primary interest with instructions to coordinate it with the other committees. Copies of the "statement of the program, problem or issue" shall be transmitted by the Executive Secretary to the committees involved. For the purpose of expediting coordination, the Executive Secretary may organize an inter-committee panel consisting of a representative or representatives from each committee with a representative of the committee of primary interest designated as chairman, or an intercommittee panel may be organized by the committee of primary interest by joint action with the other committees involved.
- 5.15 When a program or policy is undertaken by, or assigned to, a committee as a committee of primary interest, or as a committee of collateral interest, the matter shall be placed on the agenda of the committee and shall not be removed until the matter is disposed of by Committee action.
- 5.16 Committees will move expeditiously to consider and act on programs, problems and issues under consideration.
- 5.17 A report is defined as a statement of proceedings, facts, and decisions leading to final action on a program, problem or issue under consideration by a committee or panel.
  - 5.17.1 An interim report is a report issued prior to final action, and shall be specified as such.
- 5.18 A digest is defined as a body of factual information not involving discretionary matter or decisions which determine or substantially modify a course of action.
- 5.19 Committees or panels are authorized to issue a digest on any matter under consideration without further reference to the Board, provided that such digest lies clearly within its jurisdiction.

- 5.20 Action of committees on all matters involving discretion or decision shall be constituted by a report approved by all members present. In the event of a dissent, a dissenting report must be submitted concurrently. If a dissenting report is submitted, the Committee report and the dissent shall be referred to the Executive Secretary for reconciliation as provided in Section 2.7.10 of these Rules.
- 5.21 Where a panel has been formed consisting of representatives of two or more committees, each committee shall consider and approve the panel report. In cases where the committees are unable to agree, the procedure set forth in Sections 5.23, 5.24, and 5.26 shall be followed.
- 5.22 The committee of primary interest shall prepare a committee report on the program or problem considered and reported on by the panel and transmit the same to the Executive Council showing the concurrence of the committees of collateral interest together with all implementing directives prepared for the signature of the Board by its Executive Secretary "by direction of the Board".
- 5.23 In cases where the committee of primary interest and one or more committees of collateral interest fail to agree on a panel report, the report of the committee of primary interest shall constitute the action of the committees and a dissenting report must be submitted concurrently by the committee or committees of collateral interest.
- 5.24 In cases of committee disagreement as set forth in Section 5.23 where dissenting reports are submitted, the matter shall be referred to the Executive Secretary for reconciliation as provided in Section 2.7.
- 5.25 Dissenting reports shall set forth clearly and concisely the specific issues involved in the dissent, wherein the Committee report is deemed to be in error and the reasons therefor shall be set forth with particularity.
- 5.26 The provisions of Section 5.25 shall apply with equal force in cases where a dissenting report is submitted by a committee of collateral interest disagreeing with the report of the committee of primary interest.
- 5.27 Failure of a committee member or his alternate to attend a meeting shall have the same effect as though he were present and in agreement with any action taken upon a matter appearing on the agenda, provided that members shall have had adequate notice of the meeting, and of the matters to be considered.
- 5.28 Committee Reports shall contain:
- (a) The name of the Committee.
  - (b) The date of the report.
  - (c) Statement of the problem clearly setting forth the issues including a statement of who initiated the problem.

- (d) The decision or action.
  - (e) Statement of concurrence or nonconcurrence of Committees having joint or collateral interest.
  - (f) The facts and the conclusions on which the decision was based.
  - (g) A short, concise summary of the report, when it exceeds 1000 words, which shall precede the report.
- 5.29 Completed or interim reports shall be transmitted to the Executive Secretary who will act promptly in accordance with Section 2.7.
- 5.30 When a committee or panel is charged with individual action on a mass of detailed matters falling clearly within its jurisdiction and requiring no coordination between committees, and clearly involving no important matters affecting strategy or major policy, it may be authorized to act directly without further approval of the Secretariat or of the Board. In such case authorization shall be obtained by submission and approval of a report in the usual manner which clearly and concisely defines the matters to be taken under consideration for direct action, and the scope of decision or action to be taken.
- 5.31 Subject to limitations with respect to national security, as covered in Section 5.32, committees or panels are authorized to obtain information and documents which are relevant to consideration by the committee of a project or problem lying within its jurisdiction by
- 5.31.1 Request to the Secretariat of the Board for information immediately available to it.
  - 5.31.2 Request to members or associate members for information in possession of the organizations which they represent.
  - 5.31.3 Direct request to the War or Navy Department, or agencies thereof, or any other governmental or private agency, when unavailable under Section 5.31.1 or 5.31.2, provided that the Secretariat of the Board shall be supplied with copies of such requests.
  - 5.31.4 Conduct of formal or informal hearings and request for presence of designated personnel directly or through the Secretariat under Section 2.5.2 of these Rules.
  - 5.31.5 Request for guidance on specific programs or problems by the Policy Council.
- 5.32 In the event that information requested by a committee is withheld on the ground that the national security would be endangered, the matter shall be referred to the Executive Secretary for resolution or reference to the Policy Council or to the Board as appropriate for final decision.



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5.33 Committees shall be encouraged to function as independent entities within the limits of their terms of reference. To this end committees are authorized:

- 5.33.1 To employ professional and other personnel as necessary to discharge their responsibilities within limits of expenditures specifically authorized by the Secretariat of the Board.
- 5.33.2 To establish such administrative procedures as desirable subject to conformance with general procedures or directives promulgated by the Board.
- 5.33.3 To function in executive session of regularly designated members only as deemed necessary in the conduct of its affairs.
- 5.34 Committees shall maintain a central office in space provided by the Board, and subject to the general administrative instructions prescribed by the Secretariat, except that this requirement can be waived or modified under special circumstances by the Executive Secretary.
- 5.35 Expenditure of funds and employment of personnel shall be made through the Executive Secretary of the Board, and shall be subject to approval of the Executive Secretary.
- 5.36 Committees may be dissolved by the Board upon completion of their missions, or at any time deemed desirable.
- 5.37 Panels shall be dissolved upon discharging of their assigned responsibilities.

6.0 SECURITY

- 6.1 The Secretariat, under the direction of the Executive Secretary, shall supervise and be responsible for maintenance and security of records and files of the Board and its supporting committees as set forth in Section 2.4.6 of these Rules.
- 6.2 The Executive Secretary shall issue the security regulations of the Board to effectuate the U. S. Codes and Statutes relating to security of information. These shall, insofar as possible, conform to the Security Regulations of J.C.S. The Secretariat shall thereafter establish procedures to effectuate these regulations.
- 6.3 All personnel, committees, agencies, and instrumentalities of the Board are responsible for maintenance of security of information with which they deal in conformance with the Security Regulations of the Board.
- 6.4 Security classification of research and development subjects, programs and projects shall be normally determined by the service concerned. When joint action is deemed desirable in the determination of security classification of any research and development subject, program or project, it shall be referred to the Committee of prime interest for a report which shall be promulgated in accordance with the rules of the Board.

7.0 INDEX  
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Organization and Procedure  
of JRDB

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4 December 1946

JOINT RESEARCH AND DEVELOPMENT BOARD

BASIS FOR HANDLING PROGRAMS OF JOINT INTEREST

The attached papers, JRDB 36/1, JRDB 37/1.1, and JRDB 37/2 were approved by the Board at its fourth meeting on 4 December 1946 and are provided for use with the Rules of Organization and Procedure for the guidance of all concerned. The first paper is the general basis for handling programs of joint interest. The second paper is an interim policy for handling projects during the organizational phase of the Board or its agencies when immediate opinions are desired.

By direction of the Board:

  
L. V. BERKNER  
Executive Secretary

JRDB 36/1

THE JOINT RESEARCH AND DEVELOPMENT BOARD

25 November 1946

MEMORANDUM ON POLICY

General Basis for Handling Programs of Joint Interest

Introduction. The problems involved in applying the charter of the JRDB in specific cases are now becoming of imminent importance to the Board and its associated agencies. Some of the committees are currently or soon to be faced with large projects in which both Services are interested, both in the form of research and development programs and major facilities. The exact methods to be employed in reaching conclusions about these will depend upon the differing natures of the fields involved, and will doubtless evolve as the committees undertake their detailed responsibilities. The resultant conclusions and decisions in each case will have certain common foundations, and each must be an integral part of the total contribution of the JRDB.

This memorandum is intended to indicate to the committees the nature of the contributions expected from them, and the way in which their activities should combine with those of other committees. It also indicates how the work of the JRDB may be expected to fit into the overall activities of the War and Navy Departments.

Stages of the Problem. There are five stages which may be described as follows:

1. Coordination Stage. Enthusiasts for similar projects in both Services here merge their plans, eliminate duplication and produce a unitary program. This may at the same time be coordinated with the program of some independent agency, such as NACA.
2. Stage of Evaluation. At this point groups of related projects are examined as a whole to determine their relation to the overall program in their field.
3. Balance of Total Emphasis. This stage is concerned with balance of emphasis among major fields of activity and with respect to the total military research and development program. It necessarily involves justification for carrying each program on as a whole and in the manner contemplated.
4. Status Within the Military Program as a Whole. This involves the relationship of research and development as a whole with other military efforts, influences consideration of the entire military budget of the country, and necessarily reflects upon balance of effort on various

aspects of research by determining the limitations within which that balance is to be established.

5. Overall Considerations. This is the broad question of the relative proportion of the country's effort which should be applied to military matters.

Stage 1 - Coordination. The first stage is clearly within the field in which the Board acts with authority. The coordination there contemplated, and the consequent allocation of responsibility, is clearly the duty of the appropriate committee of the Board, with review by the Secretariat and, if necessary, by the Board itself. In performing this function there may well be times when the correlation has been produced outside of the Board machinery, in which case the committee of the Board would need merely to assure itself that it had been done genuinely and completely. Thus, for example, in the case of a current program for supersonic wind tunnels, correlation as contemplated in Stage 1 has already occurred in NACA. The Committee on Aeronautics would therefore, as far as this stage is concerned, merely need to become satisfied by its own examination that the production of a unitary program had been effective.

Stage 2 - Evaluation. This is also clearly a responsibility of the Board, which in this case acts in its capacity as advisor to the two Secretaries, rather than by direct authority. There is, however, another important element which enters at this point. The component parts of a broad program and the facilities involved must be examined from the point of view of the broadest interpretation of the field of interest represented by a committee. Up to the time of approaching this stage, programs have presumably been in the hands of experts intimately concerned with them, who have produced an integrated and complete program for their specialized goals as they see them. In entering on Stage 2, however, it is necessary that examination proceed from the viewpoint of the overall objectives in the field involved, rather than from that of requirements for contributory or component programs. Important contributions can be made here by individuals who are not directly concerned with the conduct of specific parts of the program themselves, to ascertain whether programs are or are not over-elaborate in view of the objectives, whether alternative methods may have been overlooked, and any other pertinent aspects of the subject. This function will still normally reside with the appropriate committee of the Board and the relatively detached positions of the civilian members should prove a great asset. When a committee certifies to the Board, not only that a unitary program has been produced but that on examination it has been found to be a reasonable program in nature, extent, and cost, and a necessary program if the stated objectives in the field of interest are to be attained, the findings should have strong influence.

Stage 3 - Relative Emphasis. All of the determinations to this point, however, may well be carried out on the assumption that whatever is necessary for a complete effort can be provided. In other words, the approach is not that of dividing up a research dollar among participants, but rather of defining programs on the assumption of a flexible dollar. It cannot be expected that a situation of this sort can long continue. The question of relative emphasis becomes much more acute when performed under the condition of limited or declining overall research and development effort. The determination of proper



balance between major fields of emphasis involves the appraisal of the stated objectives upon which the programs recommended in the preceding stage are based. This third stage clearly is broader than the interests of any single committee. It can be considered only on a basis as broad as that of the Board itself. The Board also clearly has responsibility in the matter, again in its advisory capacity. It should present to the Secretaries clear recommendations on the basis of which they may be enabled to judge effectively as to the allocation of a limited amount of effort among the various lines of research and development. In making such recommendations, the Board will be guided by the deliberations of the Policy Council, in order that emphasis may be judged in the light of war planning. Tactical analyses, running in parallel with the development programs, should also be important in leading to an understanding of the related importance of different fields.

The mechanism by which the Board arrives at its conclusions in this stage essentially calls for a combination and resolution of the opinion of all the committees of the Board. The accomplishment of such an amalgamation of views will be a function in which the Secretariat can prove of particular usefulness. Presumably, representatives of the various committees will have to reach a meeting of minds on points where interests should merge, and a machinery for integration of views and resolution of issues must be devised.

Facilities. A special case of great importance throughout stages 1, 2, and 3 is the appraisal of the adequacy of major facilities. The need for a facility should be expressed in terms of the balance between the capacity of all available and planned facilities to cope with problems, and the actual problems which must be faced. This task will require highly specialized study, as well as broad and constructive planning. Inter-committee collaboration will often be essential. Clearly any estimate of the situation must be subject to periodic revision, but future considerations should be based upon the previous studies and the need for revision should be expressed in terms of the changes in previous commitments or estimates of capacity. The task is complicated by the difficulty of exactly defining the problems of fundamental research, and by the need for providing facilities not only for research but also for development of the resulting weapons and devices. But the only rational basis for planning equipment of such major size as is now desired is a comparison on a national scale of the overall job to be done against the total tools available.

Stage 4 - Status Within Military Program as a Whole. In the fourth stage the Board will have a serious problem properly to advise the Secretaries on this broad question. For the purpose of such advice the Board will need the programs of the services as summarized by or for the various committees as a starting point, as well as the combined program which it recommends in Stage 3. However, it may well need to work in the opposite direction, after Secretarial determination, and reexamine programs in the light of limited overall resources. This would ordinarily involve redetermination by committees in the light of general guidance from the inter-committee structure and the Board on this aspect. It would be assumed that in dealing with this matter the Board would primarily lean on the Policy Council for the examination involved.

Stage 5 - Overall consideration. The fifth stage lies entirely outside the scope of responsibility of the Board, but undoubtedly Board members will

need to join their opinions with those of others as the total effort devoted to national security is examined into by the President, operating through the Bureau of the Budget, with the advice of his Cabinet, and ultimately by the Congress.

Conclusion. The primary question raised by this analysis of the various stages concerns the operations of committees of the Board. If they were to perform merely the work on the first stage, their contribution would be very real but far short of the maximum. On the second stage, they have an exceedingly important duty to perform; and the Board will have to lean heavily on them in the third. They will undoubtedly be consulted in the later stages.

The explicit definition of the problem outlined herein is presented so that there may be no misunderstanding among the entire personnel of the Board's organization as to the existence of these responsibilities. Formal procedures to meet them, particularly the first three, will be required as the work progresses.

JRDB 37/1.1

4 December 1946

THE JOINT RESEARCH AND DEVELOPMENT BOARD  
Washington 25, D. C.

MEMORANDUM TO: The Secretary of War and the Secretary of the Navy

Subject: Policy for handling projects concerning which immediate opinions of the Joint Research and Development Board are desired.

1. The Joint Research and Development Board, at its Fourth Meeting on 4 December 1946, adopted an interim policy dealing with proposals for research and development facilities concerning which it is necessary, because of shortness of time, for the Board to express an opinion without making such thorough studies as it considers essentials for adequate considered judgment.

2. At its same meeting and in implementation of this policy, the Board also expressed specific opinions concerning thirteen projects submitted by the Navy Department. In accordance with paragraph 5b (2) of its Charter, the Board's findings concerning these projects are submitted in JRDB 37/3 for the information of the Secretaries of War and the Navy.

V. Bush  
Chairman

JRDB 37/2

THE JOINT RESEARCH AND DEVELOPMENT BOARD

4 December 1946

Interim Policy for Handling Projects on which Immediate  
Opinions of the JRDB are Desired

1. This memorandum outlines an interim policy for dealing with proposals for research and development facilities concerning which it is necessary, because of shortness of time, for the Board to express an opinion without making such thorough studies as it considers essential for adequate considered judgment.

2. A JRDB memorandum on policy, JRDB 36/1, enunciates a procedure to be followed in the study of such proposals. Five stages are discussed:

- (1) Coordination Stage
- (2) Stage of Evaluation
- (3) Balance of Total Emphasis
- (4) Status Within the Military Program as a Whole
- (5) Overall Consideration

3. Until Stage 3 is reached the Board can have no basis for lending its full support, backed by sound reasoning, either to overall budgets or to individual items. Due to the shortness of time available and the early state of organization of the JRDB, consideration of the items on which immediate opinions are required must necessarily be limited to studies of the types outlined in Stage 1 (and, to a small degree, Stage 2).

4. The Board considers that it would be a serious error to delay or temporarily stop all new projects until the JRDB is prepared to handle them completely. An interim policy, as stated below, is therefore adopted as a basis for action which is required at such short notice that complete studies cannot be made.

5. During the interim period the Board will give no consideration to the appropriateness of the quantities of money requested in connection with any of the projects under consideration.

6. Three types of projects are recognized. These are described below and will be handled in the manner indicated:

A. If the project is an integrated part of a previously approved program, the JRDB will confine its examination to possible duplication of effort and to the adequacy of provisions for joint use of the facility, where such provisions are necessary or advisable. Findings of the JRDB will rest on these points only.

B. If the project is new, the Board will determine its relationship to existing programs. If the criteria regarding duplication and joint use are satisfied and if existing programs for the development of new weapons would seriously be interrupted by delay of the new project, the Board will allocate responsibility for the projects and certify that the project has been coordinated. Subsequent justification of the project will then rest with the service to which the allocation has been made.

C. If the project is concerned with facilities for atomic energy, the JRDB will make no recommendation until the Committee on Atomic Energy is functioning and has established liaison with the Atomic Energy Commission.

7. Criteria for coordination and duplication will be considered to be adequately satisfied during the interim period when the Board finds that the following steps have been taken in an effective manner:

(a) The service sponsoring the facility has investigated existing related facilities.

(b) The sponsoring service has determined that such related facilities, if any, are inadequate or unavailable for realization of its current plans and objectives.

(c) The sponsoring service has informed other properly interested government agencies of its plans for the requested facility and has provided for possible use of the new facility and of results obtained therefrom by such agencies.

8. As the work of the Board and its committees progresses, more definite findings concerning the coordination and evaluation of projects should become available. The Board will be prepared to provide continuing information concerning its findings, as may be requested by the proper authorities.

